

AGENCY CAREER SERVICES

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## Agency Career Services

### Introduction and General Conclusions.

1. This paper presents general descriptions of the way in which the four directorates carry on their responsibilities for personnel management and of the nature of their personnel actions. It is intended as background for those who may be asked to consider possible modifications, additions, changes or replacements of the systems now in use. The study is a general survey; it is neither comprehensive nor detailed. The Career Service subject was placed on the IG's schedule for the calendar year in January, exploratory discussions began in mid-March and the orientation of the paper was determined at the beginning of April. The paper is the product of four independent pieces of writing, but we believe that the differences in style and approach reflect, to some extent at least, real differences in the personnel management structures of Directorates.

2. The current systems of personnel management do not constitute a career service or services. Properly speaking, a career service makes and implements systematic plans to develop careers for members. Its purpose is to provide officers who are qualified, experienced and refreshed, in order to fill an organization's substantive and executive positions.

3. The Agency is organized on the principle of decentralization. The personnel management structures of the four directorates vary to suit their unique functions. Further, since operational effectiveness is the prime concern of each, the more or less autonomous directorates have long given primacy to filling their positions with the best talent they have or can get. As a result, inter-directorate career development has depended to a significant degree on the attitude and interest of the respective deputies. Attitudes have varied, joint agreements have been the exception, and the percentage of cross-directorate assignment has been small. Statistics compiled in March 1971 showed that out of the total of 162 officers GS-12 and above who were serving in directorates other than their own, 91 were filling regular obligations (e.g. to OTR), 33 answered a special need which could not be filled from within the directorate, 47 were said to be for purposes of personnel development, and the rest were for special reasons.

4. The system for managing personnel, nonetheless, has produced well qualified officers who have expanded their substantive capabilities and provided talent for executive positions. The system has worked partly through the efforts of operating managers and partly by the efforts of individuals who have pushed their own careers through certain job patterns which are generally

understood to be requisites for development and advancement. In recent years, heads of operating components have tended to create more positions and staffs to manage careers. They have not undertaken formal assignment programs of any magnitude, but they have been concerned, in making current assignments, to develop talent to fill scheduled position openings several years into the future.

5. The present system of personnel management has responded reasonably well to the needs of the operating components. It has also performed well in dispensing promotions and in making assignments. It has performed less well for some individuals in that viable opportunities for individual advancement are somewhat uneven throughout the Agency and within major components. The present personnel management structures do not preclude mobility throughout the agency; but attitudes developed out of experience as well as self-interest have served to severely restrict such movement. Adjustments could be made, to a large extent within the present system, to remedy weakness, partly by an overview and exercise of authority at the Agency level over the several directorates on the one hand, and by directorates over their components on the other.

6. There is also insufficient recognition of the specialist qua specialist in terms of grade, throughout the Agency. With too little exception grades and promotions are tied to supervisory

assignments for which some excellent substantive and skilled officers have neither the inclination nor the talent. This situation can be remedied by personnel administrative action.

7. Several changes have taken place since this inquiry into the career services was begun. Offices have been transferred from one directorate to another, and other amalgamations of functions are taking place. All of the moves noted to date have brought functions together to concentrate them more within given directorates. The coincidence of occupational functions with operating components bears upon the viability of an operating unit as a career service. The need of management, in the view of senior officers in all operating components, is to have reasonable control over the assignment of their personnel. If an occupational function career service were to coincide with the operating component most concerned, that component could assume responsibility for individuals performing similar duties in the offices where such an occupation was not the dominant concern. The Directorate of Management and Services provides an interesting laboratory in this respect.

8. Other recent developments which bear upon personnel management are three major Agency-wide programs. These are the Annual Personnel Plan, Key Assignments and Appointments, and the Personnel Development Program. Regardless of whether the present personnel management system is modified or substantially changed,

the planning papers and responses to these programs would provide data useful to develop functional classifications and to indicate instruments needed to direct any systematic movement of personnel.

Directorate of Management and Services

1. The Directorate of Management and Services (DM&S) is composed of seven offices operating under the supervision of the Deputy Director for Management and Services and his immediate staff. The number of DM&S employees totals approximately

25X1  The seven offices are Communications, Finance, Logistics, Medical, Personnel, Security, and Training.

2. There are eight career services in the DM&S, one for each of the seven offices, and one for the DDM&S's staff and for support generalists that serve throughout the Agency.

3. The career services structure in the DM&S is a clear extension of the concept of decentralized personnel and career management that has dominated Agency thinking. The management of career services was deliberately made a responsibility of command because Agency management believed that the performance of the diverse tasks charged to Agency components could best be assured if personnel and career administration were conducted within the respective organizational units, such as security, logistics, communications, etc.

4. Correspondingly, the role of the Agency Director of Personnel, whose office is an integral part of the DM&S structure, has been circumscribed both by regulation and in the de facto



management of the career services. [ ] states that "the Director of Personnel is responsible for the formulation of Agency personnel management goals, policies and programs", and "assuring consistency among the various career services of the Agency while giving due regard to their differing needs." These regulatory formulations are an obvious expression of the philosophy of decentralization.

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5. There are, understandably, appreciable variations among the eight DM&S career services in the way they conceive and observe the rules and regulations promulgated by the Director of Personnel. These variations do not exist so much in the structural and administrative tools that each independent office qua career service has created. All maintain the prescribed boards and panels, insist on annual preparation of Fitness Reports, practice competitive evaluation for purposes of promotion, and adhere to other centrally established personnel routines. But this is where the similarities end. Career services face different sets of management problems, stemming in part from the character of their tasks, in part from their greatly different sizes and occupational composition, and in part from the philosophy and interest that their respective commanders apply to career and personnel management. These differences are reflected in the career services.

6. The largest career service is the Office of Communications (O/C). Its membership is  In recognition of the great diversity of skills and career prospects of this large membership, regardless of the unifying occupational category of "communications" that encompasses all of it, the O/C career service is administered with the aid of the O/C Career Service Board and 11 separate panels. Each of these addresses itself to a clearly defined category of O/C personnel. Two panels handle personnel on the basis of grade, one for GS-14's and above, and one for all GS-13's. One panel handles engineers and associated technical personnel, another telecommunications and automation specialists, a third, O/C security personnel, etc. Of unusual interest is the so-called O/C Panel D. This panel is concerned with but eight O/C careerists, varying in grade from GS-07 to GS-12, who are selected by an aperiodic review of all O/C careerists for the four-year O/C Officer Development Program on the basis of demonstrated and projected ability to fill senior O/C positions.

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7. O/C career service procedures are formalized in O/C  Order 20-1, currently under revision. The entire program is administered by the Career Management and Training Staff headed by a senior (GS-16) O/C careerist under the command of the Director of Communications. The O/C officers we interviewed

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expressed general satisfaction with the present structure and mechanics of the career service. They were confident that the needs of the Office, as well as of the Agency, were being met and they felt certain that employee needs and aspirations were also being satisfied.

25X1 8. The [ ] man Office of Medical Services (OMS) Career Service faces an entirely different set of challenges. While career or hierarchical advancement in the large O/C is determined as much by technical/professional qualifications as by managerial/administrative/personal talents, not to say by dynamic opportunities inherent in any large organizational structure, careers in OMS are largely a function of professional growth, external training, and maintenance of occupational expertise. At least this is the case for physicians (the attrition rate for physicians both staff and contract averages about 20% per annum) and for psychiatrists who are served by separate career panels. It is less the case for so-called medical service officers and medical technicians whose careers are managed by the third OMS career panel. Clericals, stenos, and nurses lead a panel-less existence and are administered by the OMS personnel office. C/OMS was frank enough to admit that command exigencies, i.e., Agency needs, often play a more decisive role in assignments of OMS professionals than do career

considerations. That is no doubt the way it should be, especially since most professional OMS careerists enter the Agency at high grades and thus cannot anticipate a career in the sense of a steady advancement in grade. The presence of contract physicians tends further to erode standard career service practices. Nevertheless, C/OMS thought that the Agency, his office and OMS employee needs were being well met under the present, informal career service system.

25X1 9. The careers of the ☐ members of the Office of Security (O/S) are managed by its single Career Service Board. It is assisted by a single panel, the Overseas Selection Panel that meets on call from the Chairman of the Career Service Board to select O/S careerists for assignments to the ☐ overseas positions that are normally filled by them. The O/S career service has no panels that limit their attention to any of the five specialization categories (Investigations and Operational Support, Personnel Security, Physical, Technical and Overseas Security, and O/S Executive Administration and Training Staff) or to grade levels. The career service mechanism is administered by a GS-13 Office of Personnel (O/P) careerist, who is also the O/S Personnel officer. (He is one of five O/P careerists serving in O/S which also has two O/L, three O/F and two S careerists assigned to it.)

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10. Two features of the O/S career service deserve special mention. The first is the Individual Career Advancement Program (ICAP) instituted in 1971. With the aid of a comprehensive questionnaire, the past career of every O/S careerist is recapitulated and his next three assignments are projected on the basis of office needs, career considerations, and individual preferences. O/S careerists are materially aided in completing these questionnaires by the so-called Red Book, that describes in detail all O/S positions, their requirements, grades, locations, and other relevant facts. The Red Book is available at all O/S installations and enables all careerists to select career and assignment tracks with a considerable measure of knowledge about the nature of their choice. Understandably modified by the needs of the Office, O/S is nevertheless able to satisfy about 50% of all of the three choices made by its careerists, a surprisingly high coincidence of satisfying Agency and individual needs. In the past, the O/S Career Service Board has made special efforts to identify its most promising officers from the top 20% of its GS-13 group. O/S is now lowering that selection level to the GS-12 group, and it is at this point where serious career management now starts for O/S careerists.

11. The second noteworthy feature of the O/S career service is the informal long-range planning group, chaired by the Deputy *An "m-horse consulting group"*

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Director for O/S. The members of this group are generally GS-13's and GS-14's. The group is entirely unstructured, keeps no minutes, and there is no feedback to supervisors. It is aided by a management advisory group made up of O/S careerists graded GS-11 or below. The group's agenda is informal and all topics related to professional life in O/S are fair game. In addition to providing a forum for O/S technical discussions, these group proceedings are a major instrument to gauge career aspirations and concerns of all, especially younger, junior O/S careerists.

12. Reviewing the career service structure over which he presides and which is, to a large extent, his creation, the Deputy Director for O/S said: "We couldn't have lived without it." He thought the needs of the Agency had been well served and he did not believe that major changes in the system were needed.

13. The Office of Finance (O/F) manages its ☐ professional careerists with the aid of three panels, respectively handling GS-07's through GS-09's, GS-10's through GS-12's and GS-13/GS-14's. The O/F Career Service Board handles the GS-15's. The panels are aided in their deliberations by comprehensive career recapitulation and projection sheets that permit rapid judgments on performance, potential, experience gaps, etc. In the GS-07 through GS-11 grades, O/F careerists are normally

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assigned to a broad range of O/F disciplines and assignments. Generally speaking, selection for senior O/F management positions starts at the GS-12 level as does, and this is noteworthy, selection for the high-skill specialization required in the five professional divisions (Compensation and Tax, Monetary, Commercial Systems and Audit, Accounts, Certification and Liaison) that constitute the operating arms of the O/F. The Director, O/F is confident that the present system serves the Office and the Agency well in that it has provided, and will continue to do so, qualified O/F careerists to handle the myriad of complex Agency financial transactions and to fill all Agency O/F openings. He cited as an outstanding example the availability of an O/F careerist ready to step into the shoes of chief of the DDO's budget group, whose incumbent is shortly to retire after many years in that complex job.

14. The Office of Training (OTR) has one problem in managing its career service that is unique in the DM&S career services. The OTR career service is composed of ☐ professionals, ☐ technical employees, and ☐ clericals. In addition, however, and in some sense representing the core OTR personnel resource, there are ☐ professionals assigned on rotation to OTR from other Agency components. A substantial number of OTR's courses are heavily dependent on these "outsiders" without whom much training

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would lose its authenticity. Today, there are ☐ DO careerists serving in OTR, ☐ DM&S careerists of whom about one-third perform DM&S functions while the other two-thirds teach DM&S disciplines, ☐ DI careerists, ☐ PS&T careerists, and ☐ PNE careerists.

15. Both the OTR Career Service Board (GS-11 - GS-15) and the single OTR Career Service Panel (all other grades) have found it increasingly difficult to give their charges experience outside of OTR. While some OTR careerists have in the past served in other directorates both as training officers but also, for instance in the DO, in a normal DO capacity, OTR is meeting growing resistance in its efforts to broaden its careerists' horizons because they generally have little to offer to other components. Similarly, and possibly of greater concern from an overall Agency point of view, is the fact that OTR cannot always attract first-class officers from other components for rotational assignments because such assignments are generally considered to place an officer outside the mainstream of normal career growth.

16. The Office of Logistics (O/L) has career service cognizance over ☐ staff employees and 36 contract employees. The O/L Career Service Board handles all officers at the GS-14 and GS-15 levels. Under the board there are six panels that deal with the six major professional categories found in O/L. These are Engineering/Real Estate, Supply/Transportation, Procurement/



Contracts, Administrative Services, Printing, and Clerical/  
Administrative assistants. O/L has some [ ] additional employees  
working under Wage Board regulations. Their careers and pro-  
motions are governed by Wage Board rules and are thus outside of  
the O/L career board structure. O/L has no formalized senior  
career selection procedure. Officers at the GS-11 and GS-12  
grades who emerge at the top of their group in competitive rank-  
ing are, however, given broad assignment exposure and thus geared  
to the eventual assumption of senior O/L positions. Like other  
DM&S career services, the O/L Career Service fills positions in  
various Agency components [ ]  
[ ], and can therefor offer substantial  
opportunities for variety and rotation in assignments to its  
members.

17. The career service of the Office of Personnel (O/P)  
covers some [ ] employees. The service is administered by the  
usual board and panel structure. The board handles all personnel  
in grades GS-13 and up, one panel deals with grades GS-10 through  
GS-12, and one panel handles GS-07's through GS-09's. The Per-  
sonnel Office deals informally with personnel in grades below  
GS-07. There is no formal process for selecting promising officers  
for special training and rapid advancement. So-called "gap sheets"  
that recapitulate and project careers for all officers in grades

GS-12 and up will eventually be used as part of the professional development program. O/P is expected to fill some [ ] positions in various headquarters components outside of O/P, some [ ] positions abroad, [ ]

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18. Finally, there is the [ ]-man general support career service. It governs the careers of support generalists. This service has some aspects of an elite service in that most top DM&S executive and staff positions are filled by its members. From 1965 until 1971 it was fed by career trainees (CT's) who chose or were selected for a general support career. In the last two years no CT's have been fed into this service. Instead, it has been replenished as needed by nominated candidates from the other DM&S career services. The service is managed by the Assistant Deputy Director M&S's board that handles all career matters for officers in grades GS-15 and up, and by the so-called Staff Operations Panel that performs the same functions for officers at the GS-09 to GS-14 grade levels. As a service composed of officers who are by and large a priori marked for special advancement, selection of officers for exceptional consideration is a relatively informal affair and conducted during an annual career review and projection. The distribution throughout the Agency of positions normally filled by general support careerists is as follows: [ ]

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[REDACTED]

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For a service composed of only [ ] officers this distribution offers an impressive array of career and assignment possibilities.

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19. All DM&S career services enjoy one feature that permits many DM&S careerists to become familiar with a broad range of Agency components and activities. This is in rather marked distinction from the situation in other Agency career services whose members are generally confined in their careers either to their home components, or at least to their home directorate. Inasmuch as all DM&S careerists provide service that is required to a greater or lesser extent by all Agency operating components, regardless of the nature of their operation, a large number of DM&S careerists will have served during their careers in more than one, and possibly all four directorates, and certainly in as many as half a dozen offices. Correspondingly, career plans can be structured within an Agency-wide frame, and senior officers in each DM&S career service will have had the opportunity to acquire broad Agency experience. Administratively, this is provided in two distinct ways. One, the Office of Communications owns and controls an appropriate number of positions in each Agency component requiring O/C service. These positions are filled by O/C careerists and O/C budgets for them. The home component can neither abolish these positions unilaterally,

nor can it fill them with non O/C personnel. O/C is the ultimate arbiter concerning grade, prerequisite qualifications, and selection of the incumbent.

20. None of the other DM&S offices enjoys a similarly privileged position. O/F, O/S, O/L, O/P and to a lesser extent OTR and OMS are all called upon to fill a number of positions throughout the Agency with their careerists. O/F for example has  such positions of which  are at headquarters,

However, unlike the O/C, these positions are owned and controlled by the components in whose territory they are located and that component budgets all costs connected with these positions. Consequently, they can be, and often are the first ones to go during position or grade reduction exercises with the doubly unpleasant result of returning to the home office an unemployed officer and increasing the home office's grade structure average by the level of the grade formerly earned by that officer.

21. Career management for supergrade officers is the exclusive prerogative of the Deputy Director, M&S. Recommendations for promotion to and within the supergrade structure and all other personnel action requests are made to the DM&S board composed of the Assistant Deputy Director, M&S and the heads of Offices. Following the board's scrutiny of the recommendations emanating

from the various offices, the recommendations with appropriate board comment are submitted to the Deputy Director, M&S for his final disposition.

Directorate of Intelligence

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1. The Career Services in the Directorate of Intelligence (DI) are synonymous with directorate organization: nine services represent the nine principal DI components, and a tenth comprises the O/DDI and its staffs. The largest of these services numbers [ ] (NPIC) and the smallest [ ] (OCI) -- most others are in the [ ] range. Primary responsibility for career development is assigned to the heads of the Career Services acting under the policy guidance of the DDI personally. Two Directorate level personnel management mechanisms, the DI Career Service Board, and the DI Professional Development Panel, augment the Career Services and respectively review and make recommendations to the DDI on (1) promotion to supergrade, key assignments to headquarters and overseas DI positions, and on the selection of DI candidates for senior training assignments, and (2) on the selection of attendees at the Agency's Mid-Career Course and lower level training courses.

2. There are variations in the manner in which the DI Career Service heads implement the career service program in their respective offices but there is little deviation in the view of the system per se. They generally agree that the designation "career service" is a misnomer but they believe

that the system is a useful and successful personnel management program. It gives them the authorities and responsibilities regarding promotion, assignment, training, etc., which they believe they need to effectively manage their activities; and they are convinced that both Office and individual employee interests are well served by the system as it is applied in the DI. A principal argument in support of their view is that personnel management decisions are better made on the basis of a personal knowledge of individual employee capabilities than on the basis of secondary information derived from a review of personnel files. Because the Career Services in the DI are relatively small, most Career Service Board members have a first hand and often an intimate knowledge of the ability of employees in their career service, particularly those at grades GS-12 and above. Thus, the chances for sound decisions by the Boards are felt to be enhanced not only because the information base is primary rather than secondary but also because some of the adverse psychological factors in competitive evaluation, e.g., persuasion, the role of the dominant individual, etc., are minimized.

3. The tools of the trade for personnel management are the same for each Career Service head -- competitive evaluation, advisory boards, vacancy notices, performance evaluation, training

assignments, effective utilization, counseling, open communications, etc. Some DI offices, particularly OSR and OCI, have used these tools to fashion detailed and effective career development programs; other offices have programs which are less specifically articulated and accordingly, despite their merit, may be less well known to the individual employee.

4. Each DI Career Service head is responsible for planning the utilization and development of his careerists, and thus each directly influences the breadth of experience, the depth of qualifications, the tenure of tasking, and the rate of advancement of his careerists. How well DI managers have done their job has not been fully measured but the following selected statistics and/or excerpts from recent Directorate/Office memoranda indicate some apparent success:

OCI

Of our professionals in grade GS-12 and above, 56% have had at least one promotion in the last three years; 61% have had a change of assignment in the last three years; 52% have had a major training opportunity or foreign TDY in the past three years; and 90% are in at least one of the three categories above.

OSR

The following statistics concerning the IX Career Service during the period March 1971 - March 1973:



a. Promotions. During this time period 51% of the IX Careerists now on board in grades GS-04 through GS-17 were promoted at least one time. Percentile figures for persons in selected grades are: 80% of the grade GS-05's; 69% of GS-11's; 48% of GS-12's; 52% of GS-13's; 42% of GS-14's and 30% of GS-15's were promoted during the past two years.

b. Training. Twenty-nine OSR professional employees, or  of those in grades GS-12 through 16, attended 33 major courses for academic studies. These courses included: 3 to the DDS&T Career Development Course; 10 to the Advanced Intelligence Seminar; 1 to the Naval War College; 7 to the Agency's Midcareer Executive Development Course; 2 to the CIA Senior Seminar; 1 to the Army War College; 1 to the Industrial College of Armed Forces; 3 to the Armed Forces Staff College;   2 to the University of Maryland for specialized graduate studies;  for Russian Studies.

c. Foreign Travel. Forty-one professionals  of the professionals on board) and one clerical made 79 foreign TDY's during this time period. Most of these trips -- 69 -- were made for substantive reasons. The

remaining 10 were made for miscellaneous purposes such as debriefings, attendance at technical conferences and operational training of foreign nationals.

d. Reassignments. Many professionals moved into, within, or out of the Office of Strategic Research during the past two years. Fifty-six professionals were reassigned within OSR; 11 were assigned rotational tours outside of OSR; and 8 professionals from other career services were brought into the IX Career Service.

In addition to the above, 11 persons from other career services served tours in OSR and 8 IX Career Service employees transferred to other career services within the Agency.

A March 1971, Director, SR memorandum describes a program of open communication which continues in effect today and in which all OSR personnel at grades GS-14 and below have participated at least once. The meetings, which last a day and a half, normally involve about 30 analysts and secretaries at grade levels GS-14 and below, drawn from all branches and staffs in OSR. The only structured part of the program is a presentation by the D/SR after supper the first day, when he attempts to explain career services and career development in CIA in general and in OSR in particular.

CRS

25X1                      Of the [ ] CRS officers in grade GS-15 and above, thirteen (13) have served at least two years in one or more other Career Services. Over the past two years CRS has arranged three to four month training/developmental tours for junior professional officers in the following numbers and at the [ ]

3 OSI  
7 OCI  
3 OSR

25X1

STAT [ ]  
STAT As of 1 February 1973, four of the five senior positions in [ ] were filled by officers who had previously served in one or more other Career Services.

DCS

Since 1969, [ ] positions have changed hands.

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Eighty-six percent (86%) of the professionals currently on duty in DCS have served in one or more other Agency components before coming to DCS.

25X1                      Of the last [ ] professionals added to the DCS staff, 46% came from other DDI offices and 54% came from other Agency directorates.

OBI

Most OBI personnel are specialized along lines that do not enable easy interchange with positions outside of the office. Furthermore, some opportunities involving DI representational positions are often restricted to OCI personnel. However, over the past 5 years, 16 OBI professionals, or about ☐ of the career service, have been assigned to extended tours of duty outside of the office -- 7 to Vietnam, 1 to State Department, 3 to academia, 2 to career services outside the intelligence directorate, and 3 to other career services within the intelligence directorate.

NPIC (facts from a recent IG survey of NPIC)

Four areas of competition have been established in the NPIC career service to accommodate the different occupational groups and functional specialists in their operating components. Over-specialization in some sections has caused isolation and a weakness in developing supervisory talents. There is little mobility among offices within NPIC, or elsewhere, and little perception of opportunities for mobility or advancement. Much attention has been given to ranking vis-a-vis individual career development and to an NPIC Training Program. There

are some meaningful and sustained career development activities, but they are mostly efforts by individual office heads, and they are generally fragmented, unstructured, and uncoordinated. Orderly career development is complicated also by the split between DIA and CIA employees who staff the offices. There is no difficulty at the top level since the policy of the DDI is to rotate qualified officers among the several major components.

OER

In addition to the formal interviews conducted regularly by OER Division Chiefs with new analysts six months after their EOD date, OER has recently instituted a policy of periodic interviews with analysts who have been on duty for an extended period. Conducted by the Special Assistant to the Director, OER and the Chief, Administrative Staff, they are intended to afford the analyst the opportunity to discuss with a senior officer, who is not in his chain of command, matters of interest or concern to the analyst in his job assignment, career progress, and professional development. A report of the interview, together with any recommendations, is prepared and forwarded to the Director, OER.

O/DDI

"Comers" Program. This was initiated by the DDI as a means of identifying persons with outstanding potential. Most of those on the "comers" list are Mid-careerists, but some are specialists who are not considered eligible for the Mid-career Program. The list is a useful reference in filling key jobs and for monitoring the assignment of those on it in planning career development programs. Individuals are nominated for the "comers" list by their office head without the knowledge of the individual. While there is no set quota for each office, the DI has generally limited the number of nominations, which now total about 100. Office heads are required to review the "comers" list semi-annually.

5. From the cursory review that has been made of the DI Career Services the following tentative conclusions can be made:

a. Management favors the Career Service system, which they equate with a reasonably professional personnel management mechanism.

b. Management recognizes the fact that restrictions, particularly across directorate lines, do occur on assignments, but they believe that these restrictions

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result not from any limitations imposed by the career service system per se but rather from management attitudes ranging from fiefdom to mistrust.

c. Management generally favors a policy of cross directorate assignment and believes that the success of such assignments will depend as much on the quality of the individuals involved as on the relevance of their previous experience to the task at hand.

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Directorate of Science and Technology

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1. The Directorate of Science and Technology (DS&T) has only one declared Career Service, "R", but its approximately ☐ employees are engaged in a larger number of formalized functional occupations than any other directorate, namely, research, analysis, (i.e., intelligence production), collection and support. To manage personnel, DS&T has a Personnel Career Board at the directorate level and a Personnel Career Panel in each of its eight components.<sup>1</sup> Senior officers, with a few junior representatives, compose the personnel committees of their respective offices. They meet on regular schedules, primarily to promote and rank the personnel within their own offices, and secondarily to select candidates for training opportunities as these present themselves and to reassigning personnel when the occasion requires.

2. All of the office personnel panels promote their personnel by grade groups up through GS-14. All those in grade

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<sup>1</sup> Office of ELINT (OEL)  
" " Research & Development (ORD)  
" " Scientific Intelligence (OSI)  
" " Special Projects (OSP)  
" " Special Activities (OSA)  
" " Computer Services (OCS)  
Foreign Missiles and Space Analysis Center (FMSAC)  
Special Projects Staff (SPS)

GS-15 and above are handled by the Board, and only the Board sub-divides officers by functional categories to rank and promote. Office panels do not use functional breakdowns because they believe each grade group is small enough to permit committee members to assess and compare officers on the basis of personal knowledge. For example, while the Board is responsible for some [ ] officers in grades GS-15 and above (including SPS), only four out of 28 groups in grades GS-11 through -14 handled by the office panels are larger than [ ] or fewer. Further, the size of some offices and the limited diversification of their work would result in uneven functional categories and nullify most of the utility of a classification system. While one or more of DS&T's components might profitably develop categories, functional sub-divisions generally require a broader population base than most offices command. The directorate could provide such a base, as it does already for the GS-15 level and above.

3. The relation of the five functional categories, now used by the Board, to the eight offices, is as follows: Category 1, Generalist, includes personnel performing management and executive functions from all of the components; Category 2, DS&T Program and Project officers, is composed largely of OSP and SPS personnel with some from OEL; Category 3, DS&T Analysts, largely concerns FMSAC and OSI officers; Category 4, Automatic Data Processing, draws 90% of its composition from OCS and the other 10% from OEL

and ORD; and Category 5, DS&T Research and Development, draws 90% from ORD and the rest from OEL and OSP. This relationship of offices to the functional categories suggests the extent to which specialists in different offices might be compared with their peers if the system were extended to the lower professional grades. Certain personnel from OEL, for example, would be compared with their peers in OCS or ORD, where their particular function is predominant.

4. Most of the career panels rank their personnel but use only four groupings. The highest applies to those who qualify for advancement, the second to those who perform satisfactorily in their current positions, the third is for the marginal performer, and the last for those whose performance is inadequate and who should be removed from the office and perhaps the Directorate and Agency.

5. Some offices have developed, and others are considering using, a general schedule which standardizes criteria for evaluating personnel. It includes four areas, namely, performance, skills and experience, potential, and a general category for other factors. Officers are graded in each area and given an overall grade which is used to rank them in their GS-grade groups. It is a useful tool for evaluating persons against universal criteria and for comparing qualities without direct relation to particular functions.

6. The movement of professional and higher grade technical personnel has been generally within the directorate. New personnel come from the recruitment of junior professionals who are mostly college graduates with little or no work experience but with majors in the physical, engineering and computer sciences. Experienced professional scientists and engineers at higher, including supergrade, levels are drawn from industry, sometimes on a contract basis. Office managers of the directorate work closely with the Office of Personnel but have not developed recruitment programs of their own.

7. While some personnel have moved into the DS&T from other directorates, this has been limited and more often at the lower grade levels. Part of the lack of movement is explained by the fact that DS&T requires well developed skills that do not exist in quantity elsewhere in the Agency; but this relates to only a part of its manpower. Vacancy notices have been used by a few offices, who do use skills found in the Agency, but with little response. No formal practices or systems have been developed to relocate DS&T personnel outside the directorate, or to locate persons in other directorates to fill DS&T positions, and there has been little to encourage management to try. What recruitment does occur from other directorates results from personal knowledge and contacts for the most part.

8. A general picture of movement in and out of DS&T components and of the nature of development of their personnel, is as follows.

OSI: T/O  GS-11 and above.

It was, at an earlier time, a feeder office for OEL and FMSAC, for example. There is little movement in or out of the office now and officer development is conceived in terms of training and movement within the office. The only mobility expected is that by officers who find their inclination is not analysis in the scientific fields but research.

OCS: T/O

It receives only modest requests to detail personnel to other major components and they have rotated a few to OER, OSR and OTR to follow their specialty. While they also supply personnel in limited ways to offices within the directorate such as OSP, OEL, OSA and ORD, they may as often simply provide support to these offices without shifting their personnel. OCS perceives of development as broadening its personnel through training and rotation out of the office. Despite its interest in mobility, OCS has been described as having to live within its own organizational

boundaries, which most feel do not provide much opportunity to develop careers. The use of an automatic promotion schedule reflects the general absence of job progressions. Efforts are underway to establish standard job descriptions for computer operators.

FMSAC: T/O [ ] GS-11 and above.

It has enough diversification and is large enough, some feel, to serve as a special career office within the directorate. It is only slightly over [ ] however, and its personnel range from general analysts to physical scientists and technical analyst-collectors. The preference for more office management control stems from the responsibility for filling positions abroad for other components, followed by the problem of re-integrating returning personnel. Personnel are disadvantaged in competition with other analysts who have more education, for example in OSR; they are further disadvantaged when they must continue to rotate in jobs overseas which do not broaden their experience. The need to orient analysts for overseas positions by movement within the office meets some resistance by middle management. Personnel in the operations center, which interfaces with several functions, are

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largely students who are studying for college degrees and will probably move into other types of positions. FMSAC has received few personnel from other directorates in the last few years and the main mobility of its own group is within positions staffed by itself. It places its major effort on cross-training within the office and formal training courses.

OEL: T/O  GS-11 and above.

It is a large component with diversified responsibilities including overseas installations which require the rotation of its personnel (and some funneled from FMSAC). There has been little movement of personnel in or out of OEL and one problem for the office is the mix of personnel which provides little talent to develop into managerial skills. Technicians and operators can do little more than circulate to the field and back; engineers have good educations but are specialized and there are relatively few; and analysts have somewhat less education than the engineers. OEL concentrates on training; but attention to career development has taken second place to operating demands. The office now, however, has a full picture of possible career tracks for each of its three specialist groups

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(technicians, analysts, and engineers). It is thinking in terms of programming for training and assignments within the office for five-year periods.

25X1 ORD: T/O [ ] in GS-11 and above.

It is a research office but in support of diversified office needs both within the directorate and outside. As a result it works closely with other offices and it loans and rotates personnel to provide skills needed in other places. Various reports show different movements of personnel over the last five years. One indicates that there were nine TDY's to other offices both in and out of the directorate; another that some nine rotated into ORD. Another listing now shows that 26 transferred or were detailed out in the last five years, but this probably includes staffing to project offices as well as TDY's to provide skills needed temporarily elsewhere. Seventeen of these 26 were within the directorate, three were special assignments, and six were to offices outside the directorate to NPIC, TSD and CRS. ORD places a heavy accent on training because of the rapid pace of scientific development. The office was reorganized at the end of the year in a move to give some shape to



its work and management. There had, previously, been no perceivable tracks for personnel development; officers felt the only way to advance was to commandeer the greatest number of projects and research money.

OSA, SPS, and OSP:

These offices are based on special activities and projects with varying and often unknown life spans. They are staffed from other offices, mostly DS&T, or through special recruitments. They work with larger or smaller contingents of military, commercial firms, and contracted specialists in advanced scientific fields. All of this means in a sense that only management cores represent these offices with any sense of permanency, even though officers assigned to projects may serve for very long periods. OSA, for example, had only [ ] officers of its own above GS-11. About half of these are detailed from OEL and many of the others have come from offices such as the Support Directorate to provide functional capabilities to administer field efforts. [OSA's T/O is [ ] are military personnel and many others bring technical, support and clerical skills with grades

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under GS-11.] SPS was established two to three years ago and is just being separated from the DDS&T's office. It was staffed originally from within the directorate and expanded by recruitment from outside. OSP (with a T/O of  are GS-11 and above) was created earlier to follow and develop projects which had been initiated in an S&T office. It attempts to identify rotational assignments within OSP and to find positions elsewhere within the directorate when new projects cannot absorb officers displaced with the completion or transfer of old projects. Neither OSP nor SPS can be considered in the same vein as other more stable offices in the directorate. Their personnel might be thought of as being more basically "R" careerists than those in most other S&T components. All three project offices concern themselves with rotations and reassignment, as well as training for the personnel assigned to them.

9. There has been enough movement among components to create the feel of a dynamic directorate. This movement is mostly a function of the directorate's unique tasks which center in the development of ideas for scientific and technological models, followed by their implementation in projects which have varying

lifetimes. To the extent possible these project offices are staffed from other S&T offices, and personnel are released to return if they cannot be absorbed in other projects.

10. Other mobility within the directorate is also self-generating, in the sense that the operating component rotates its specialists to positions for which they have assumed some responsibility. OEL, for example, staffs missions abroad and regularly supplies staff for OSA's collection needs. It also assigns officers to other directorates, such as DO, as well as to other agencies. ORD sometimes supplies officers to OSI or to OEL, for example, and also works closely with a number of other offices; FMSAC feeds officers to OEL for overseas installations.

11. Heads of operating components fill positions as they arise with the best qualified officers available. Offices are tied in differing degrees, however, to an interdependent relationship within the directorate and those generally independent tend to be more introverted with respect to the movement of personnel. At the same time, these offices, e.g., OSI, FMSAC and OEL, appear to devote more attention than the others to moving personnel within their own offices, either to give them broader experience or to fit their interests and abilities more closely.

12. The DS&T has some basic mechanisms for the management of careers. These include first, a six-month Career Development Course which is now in its seventh running. It has enrolled 7 to 12 junior officers (e.g., early thirties GS-11 or 12) of its own in each course and taken some 5 or 6 officers from other directorates. Some ten percent of those who have completed the course have transferred from their original office within the DS&T. This percentage would be somewhat higher if more time had elapsed since officers had taken the course. The 4 out of 44 who have transferred were in classes one through four.

13. The second mechanism is in the control of the directorate board over the ranking and promotion of all those in grades GS-15 and above, and of course the authority of the DDS&T over all high-level assignments. This exercise of such overall authority would have to be extended down through all professional grades if mobility were desired for specific purposes, including broadened substantive capabilities and executive ability.

14. The third mechanism is the functional classification used for ranking officers GS-15 and over on the Directorate level. Supplemental to such classification is the schedule used in some offices to grade and rank officers within grade groups and the less refined four-level classification for spotting officers who are qualified for advancement or need to be removed from the office

or directorate. These classification systems would help to provide the data needed to determine assignments.

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AGENCY CAREER SERVICES

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